MANAGEMENT GUIDELINES FOR WORLD CULTURAL HERITAGE SITES

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Chapter 3
EVALUATION FOR CONSERVATION

3.1 SUMMARY

The modern concept of cultural heritage is related to the whole built environment, and should be seen in the ecological context of the world; within this context, the sites on the World Heritage List are distinguished for their outstanding universal value. Conservation policies should be based on a critical process starting with the survey, documentation, and definition of the intrinsic cultural resource, and the values related to it. These values may be divided into two groups: cultural values and contemporary economic values.

The conservation of cultural heritage is a cultural problem. Restoration is not a recipe, but depends on an appropriate understanding of the values contained in the heritage resource. Decisions related to the treatment of World Heritage sites must be based on balanced judgement with due consideration of the objectives of the Convention as a priority. The policy of conservation involves making interventions at various scales and levels of intensity; these are determined by the physical condition, causes of deterioration and anticipated future environment of the cultural resource under treatment. Each case must be considered as a whole, and individually, taking all factors into account. The final aim and the principles of conservation and restoration must be kept in mind; generally the minimum effective intervention has proved to be the best policy.

3.2 WHAT IS CULTURAL HERITAGE TODAY?

The present-day concept of cultural heritage is a result of the process related to the development of contemporary society, its values and its requirements. In the past, attention was given mainly to particular works of art or to major monuments. Massive destruction caused by the world wars and the major industrial development since the 1950s have made people realize that their lives are closely related to the environment in which they live and work. It provides the basis for their cultural identity and a mental and spiritual reference for a balanced quality of life.

- *The tendency today is to understand cultural heritage in its broadest sense as containing all the signs that document the activities and achievements of human beings over time.*

Since the Industrial Revolution, the consciousness of the interdependence of man and nature has been steadily weakened. Although natural resources were exploited

– sometimes ruthlessly – in the pre-industrial era, people and the built environment were more dependent upon nature than they are today. In parallel with this, a new problem has been created by the explosive population increase in many countries and the worldwide trend of urbanization: the inconsiderate consumption of non-renewable resources (such as oil and minerals) and the lack of care for resources which are at least partly renewable (such as water, air and forests) have become an international concern.

❑ *Since physical cultural heritage is one of the world's most important non-renewable resources, a special effort is needed to redress the imbalance between our needs and its protection.*

Cultural heritage consists of different types of properties which relate to a variety of settings; they include not only important monuments, historic areas and gardens, but the man-made environment as a whole. Cultural heritage resources may be associated with different values depending on the context, and thus their treatment may differ from case to case.

❑ *The concepts related to the definition of the object, its values and its treatment should be clearly defined in order to avoid confusion in the intent.*

Characterization of cultural heritage, the values related to it and the consequent policy of protection and treatment are referred to in various international documents by UNESCO, notably a series of Recommendations and Conventions. Recommendations provide guidance in the protection of specific types of heritage, such as archaeological sites, historic buildings and historic areas, whereas Conventions, such as the *World Heritage Convention,* are ratified by States Parties as legal instruments.

The most important international policy document is the *International Charter for the Conservation and Restoration of Monuments and Sites,* known as the Venice Charter, which resulted from the Second International Congress of Architects and Technicians of Historic Monuments, held in Venice in 1964. (ICOMOS, founded in 1965, later adopted the Venice Charter as its fundamental doctrinal guideline.)

This document (Appendix A of these *Management Guidelines*) has become a fundamental reference for conservation policies throughout the world.[1]

1 For a list of UNESCO Conventions and Recommendations, see Appendix C; the texts are published in: *Conventions and Recommendations of Unesco concerning the protection of the cultural heritage,* UNESCO 1985. Concerning the *Venice Charter,* one may observe that it was written in 1964, during the period of extensive restorations and reconstructions after the damage of the Second World War. The specific problems of that time were emphasized, and less attention given to other concerns that are relevant today. Many attempts have since been made to improve the charter, and in fact numerous international, regional or national recommendations have been written with this purpose; these often refer to specific types of heritage or particular problems. The *Venice Charter,* however, continues to be valid as a proclamation of some of the basic principles.

3.2.1 What defines world cultural heritage ?

In 1972, the concern resulting from increased threats to cultural and natural heritage worldwide, and the desire to provide organized international support for the protection of World Heritage sites and values prompted the General Conference of UNESCO to adopt a special *Convention Concerning the Protection of the World Cultural and Natural Heritage.*

The aim of this Convention is to protect sites that represent "outstanding universal value," as defined the the *Operational Guidelines* (I-C). The World Heritage List, which was established and is maintained on the basis of this Convention, identifies sites in different States Parties that are recognized as resources of international significance, thus meriting special acknowledgement and protection. Together these exemplary resources represent the rich diversity of the world's heritage and, as a consequence, they have important educational connotations.

For the purposes of the Convention, cultural heritage includes monuments, groups of buildings or sites, and these are defined as (Article 1):

- **monuments**: architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;
- **groups of buildings**: groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science; or
- **sites**: works of man or the combined works of nature and of man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological points of view.

The basic requirement for the nomination of a site to the World Heritage List is that it represent outstanding universal value. The *Operational Guidelines* define this concept as it is applied to the nomination process, as was addressed in detail in Section 2.3 above.

3.3 WHAT IS PROTECTED IN A MONUMENT OR SITE ?

In the past, restoration theories have often emphasized specific types of treatment, but the conservation and the *mise-en-valeur* of cultural heritage should not be viewed simply as a series of recipes. Today, the concept of cultural heritage is understood in a much broader sense. Consequently, specific protection and conservation strategies are likely to vary considerably according to the context and values associated with each monument or site. Nevertheless, general principles of good conservation practice can serve as a foundation for the identification and protection of heritage resources.

3.3.1 Critical Process

Restoration and conservation should be based on a clear definition of the heritage resource and its relationship to its setting. This definition is part of the critical process aimed at cultivating an appreciation of the heritage as an integral part of present-day society by developing a framework for assessing resource values, establishing management objectives, and preparing presentation and interpretation policies. This process has four distinct steps:

- **Survey**: methodical inspection, survey and documentation of the resource, its historical setting and its physical environment;
- **Definition**: critical-historical definition and assessment of the object and its setting, so giving it its significance;
- **Analysis**: scientific analysis and diagnosis of the material substance and associated structural system with a view towards its conservation; and
- **Strategy**: long-term and short-term programmes for conservation and management of change, including regular inspections, cyclic maintenance and environmental control.

3.3.2 Values related to a heritage resource

Value can be defined as the relative social attribution of qualities to things; values thus depend on society and can change over time. In the case of cultural heritage, particular attention should be paid to what is conceived of as cultural significance, although the economic aspects should not be ignored. Certain values can be related more specifically to the intrinsic aspects of the monument or site – its design, material, and workmanship – while other values can be associated with its location and its relationship to the setting. An historic resource, as a product of the past, has been subjected to degradation caused by natural weathering and functional use. In many cases, the resource has also undergone modifications of various kinds. Such accumulated changes have themselves become part of its historical character and material substance. This material substance is the bearer of the artistic or aesthetic conception of the builders, and of historical testimonies and associated cultural values, both past and present.

❑ *The aim of conservation is to safeguard the quality and values of the resource, protect its material substance and ensure its integrity for future generations.*

3.3.3 Definition of the heritage resource

A heritage resource, an historic monument and at the same time a work of art – whether an historic building, garden, ensemble or site that results from a creative design process – can be defined on the basis of specific concepts. Such a work can generally be conceived as an **artistic whole**, of which its various elements are part. The whole, resulting from a creative process, constitutes a potential unity to which the description and definition of each single part relates.

(A work of art should not be seen as a 'sum total of parts.') One of the aims of the survey and critical-historical assessment is to define the wholeness of the resource and the state of its potential unity.

An historic area, be it a settlement or a cultural landscape, that results from gradual growth or development can be defined in terms of its **historical integrity**. Integrity generally refers to the material completeness and sound condition of an object or site, whereas 'historical integrity' relates to the current form of a heritage resource as a result of growth and changes over time. Identification of such historical integrity can also be relevant in the definition of archaeological sites. The intrinsic qualities of a heritage resource refer to the **quality** of its design, materials, workmanship, setting and relationship to the setting.

Over time, the original heritage resource may be partly damaged, intentionally modified or even destroyed, causing its potential unity to be diminished or lost. On the other hand, an historic resource may, at different periods of its history, become part of a new whole, through which it is redefined as part of a new potential unity; such transformations are part of its historical stratigraphy. Treatments aimed at the restoration of a heritage resource should refer to this new potential unity and should therefore be carried out within the framework defined by it.

Historic areas and their surroundings require particularly careful study and consideration since individual monuments and historic buildings are only part of the larger ensemble of the heritage resource. The UNESCO *Recommendation concerning Safeguarding and Contemporary Role of Historic Areas*, formulated in Nairobi in 1976, provides the following guideline (General Principles, II,2):

> Every historic area and its surroundings should be considered in their totality as a coherent whole whose balance and specific nature depend on the fusion of the parts of which it is composed and which include human activities as much as the buildings, the spatial organization and the surroundings. All valid elements, including human activities, however modest, thus have a significance in relation to the whole which must not be disregarded.

The whole of historic areas should thus not be considered only in relation to an architectural framework; it should also include the human values related to its social and economic context. Of particular importance is also the question of historic parks and landscapes. Throughout history, in many countries, garden design has been very closely associated with architecture (e.g., China, England, France, India, Iran, Italy and Japan). It is important that, in defining the site, due attention be given to these features, requiring proper archaeological research, and knowledge of the history and principles of garden design, in order not to lose these important and often fragile features in a rehabilitation process. In recent years, much international attention has been given to historic parks and gardens, and their documentation; guidelines have been developed for their proper maintenance, conservation and restoration.[2]

Particularly since the 1980s, with the increased awareness of the importance of the relationship and interdependence of the built and the natural environment, the issue of protecting cultural landscapes has become significant in many countries, both in industrialized areas and in areas undergoing rapid development (where modern development often ignores the values of the existing ecological or traditional cultural context and the need to maintain existing resources). The question of defining criteria for the nomination of cultural landscapes to the World Heritage List has been under study, but whether or not these are implemented, there remains the urgent necessity to take due care not only of specific monuments or groups of buildings, **but also to provide sufficient planning tools for the control and balanced development of their wider context.**

3.3.4 Historical time line[3]

The relationship of a heritage resource, such as a work of art, an historic building or an historic town to time and history may be broken down into in three phases:

- the first phase, which resulted in the **creation** of the object;
- the second phase, which extends from the end of the creation phase to the present time; and
- the third phase, which is associated with the perception of the monument in our consciousness at the **present time**.

This sequence of phases forms the **historical time line** of the resource. This historical time line is irreversible. It is a product of the specific cultural, social, economic and political conditions of the phases that contributed to the creation and development of the heritage resource. This linkage with specific historical phases becomes a fundamental reference for the evaluation of an historic resource. Alois Riegl, an Austrian art historian and conservator, developed the concept of *Kunstwollen*[4] in 1903 to express the fact that an object created at a given time both reflects the artistic trends of its period and contributes to these trends. A heritage resource that is substantially reconstructed today would become a product of the present.

❑ *Since a heritage resource is* **unique** *in relation to historical time, it is* **non-renewable**.

3.3.5 What is authenticity?

Authenticity is a crucial aspect in the assessment of heritage resources. Generally speaking, authenticity is ascribed to a heritage resource that is

2 The ICOMOS International Committee for Historic Gardens can be consulted for a network of experts in the conservation of historic gardens.

3 This corresponds to the *tempo storico* in Brandi's writings.

4 See Riegl, 1903, and also Holly, 1984, in the bibliography.

materially *original* or *genuine* as it was constructed and as it has aged and weathered in time.[5] With regard to an historic monument or site conceived as a work of art, being 'authentic' can be understood in relation to the creative process that produced it as a genuine product of its time, and includes the effects of its passage through historic time. (Being 'authentic' should not be confused with 'identical'; e.g., modern reconstruction can be identical with the historic form, but is not authentic.) The 1994 *Nara Document on Authenticity* stresses the credibility or truthfulness of the information sources for the assessment of authenticity, and notes that the diversity of cultures and heritage can be understood as an irreplaceable source of spiritual and intellectual richness for all humankind.

Authenticity derives from the definition of the resource, and so authenticity may be understood in different ways depending on the context of its historical significance.

❑ *In the case of a heritage resource, its historical authenticity should generally reflect the significant phases of construction and utilization in different phases of its* **historical time line.**

Authenticity can be jeopardized by the destruction of historical strata, the modern replacement of original elements (particularly if based on conjecture) and the addition of new elements. A heritage resource that has passed the **test of authenticity** maintains its original integrity, as created or as it has evolved through its historical time line. While various aspects of the heritage resource should be analysed in order to define the degree of authenticity, it is important to arrive at a comprehensive judgement – i.e., a single aspect is not sufficient. According to the *Operational Guidelines,* four aspects of authenticity should be considered:

- authenticity in design,
- authenticity in materials,
- authenticity in workmanship, or
- authenticity in setting.

To be nominated to the World Heritage List, the heritage resource must maintain its integrity with respect to these four types of authenticity. If, for example, the original resource is destroyed, a copy would not meet the criteria since the material authenticity would be lost. Authenticity in materials is a primary criterion for authenticity in design and in workmanship, which, together with authenticity in setting, define the cultural heritage resource. On the other hand, at the same time, most historic resources are altered by the actions of nature and utilization; these changes are part of the **historical stratification** of the resource.

In addition, the concept of *Authenticity in the socio-cultural context* is one that urgently requires consideration.

5 The word *authentic* may be understood as *original, first hand* (as opposed to *copy*), or as *real, actual, genuine* (as opposed to *pretended*). *Shorter Oxford English Dictionary.*

3.4 WHAT VALUES INFLUENCE TREATMENTS?

Many values may be associated with heritage resources; those that are deemed significant will provide justification for its protection and conservation. Such values range from historical to commercial, and a single resource may possess conflicting values that make management decisions especially difficult; moreover, value judgements may change over time.[6]

When dealing with World Heritage sites, considerations should include both

- cultural values, and
- contemporary socio-economic values.

The presence or absence of these values will lead to the safeguarding and preservation of cultural heritage resources or, in other instances, could lead to their neglect and destruction. For example, nationalistic or political values could provide a motivation for the protection and restoration of a resource, but these same values could cause the loss of resource that does not meet the prevailing political conception of significance.

3.4.1 Cultural values

Cultural values that are associated with heritage resources and their relationship to present-day observers are necessarily subjective (i.e., they depend on interpretations that reflect our time). These assessments will determine the degree of general interest in the object and in its setting, the interpretation of its intrinsic cultural character and the development of treatment policies. The recognition of **outstanding universal significance** in World Heritage sites and their resultant treatment should be defined on the basis of these assessments with respect to historical substance and archaeological potential.

The aim of the groupings given below is to help identify the various types of values that are often discussed, and to understand their relationship to the cultural resource, the site and its context. The question of appropriate treatment is further discussed in Chapter 8, *Treatments and Authenticity*.

Cultural values can be classified in a number of ways.

Identity value (based on recognition):

Values: This group of values is related to the emotional ties of society to specific objects or sites. It can include the following features: age, tradition, continuity, memorial, legendary; wonder, sentiment, spiritual, religious; and symbolic, political, patriotic and nationalistic.

6 Riegl, writing in 1903, was already analysing in detail the different values related to historic monuments at the beginning of the 20th century. (See bibliography)

Impact: Consisting often of emotional perceptions, this group of values has a strong impact on the safeguarding, conservation and restoration of the resource. While these values could strengthen the treatment of the resource, they could also cause over-restoration. At the same time, the lack of this identity could lead to neglect and destruction. These values can be promoted through education and training.

Relative artistic or technical value (based on research):

Values: This group of values is based on scientific and critical historical evaluations and assessments of the importance of the design of the heritage resource, and the significance of its technical, structural and functional concept and workmanship.

Impact: These values result from research carried out by professionals, with the intention of demonstrating the relative significance of the resource in relation to its own time, to other periods, and to the present. They provide a basis for classification and listing, as well as strategy for treatment.

Rarity value (based on statistics):

Values: This group of values relates the resource to other constructions of the same type, style, builder, period, region or some combination of these; they define the resource's rarity, representativeness or uniqueness.

Impact: This group of values is related to the two previous value groups, and influences the level of protection accorded to the resource. A high rarity value may reinforce the significance of the qualities that have outstanding universal value, and therefore strengthen the possibility of listing as a World Heritage site.

3.4.2 Contemporary socio-economic values

Use values are related to present-day society and its socio-economic and political infrastructures. The following categories have been identified:

Economic value:

Values: Since economics encourages the best allocation of resources to fit a wide range of needs, the economic value may not be restricted to a financial value. In terms of cultural heritage, economic value may be understood as a value generated by the heritage resource or by conservation action.

Impact: Economic values have four potential sources of revenue: tourism, commerce, use and amenities. The mismanagement of any one of these sources could lead to the undesirable development, or even the destruction, of the heritage resource; this is often the case when profit value is erroneously measured instead of using a more appropriate collective cost-benefit approach.

Functional value:

Values: Functional value is related to economic value, as it involves the continuity of the original type of function or the initiation of a compatible use of a building or an area. In a ruined structure, the original functional value is lost, but a new one has been found in serving programmatic requirements for resource interpretation, or as a venue for activities such as the visual and performing arts.

Impact: Continuity of traditional functions reinforces the meaning of sites in a manner that can never be accomplished by interpretative exhibits. An appropriate use will favour conservation; an inappropriate or ill-conceived adaptive use may cause degradation, undesirable changes or demolition.

Educational value:

Values: The educational value of a heritage resource includes its potential for cultural tourism, and the awareness of culture and history that it promotes as a means of integrating historic resources in present-day life.

Impact: The appropriate integration of World Heritage sites into educational programmes is essential. Emphasis on tourism, however, could lead to unjustified reconstructions or the destruction of original fabric, causing a loss of non-renewable archaeological evidence.

Social value:

Values: The social value of a heritage resource is related to traditional social activities and to compatible present-day use. It involves contemporary social interaction in the community, and plays a role in establishing social and cultural identity.

Impact: Social values can generate the concern for the local environment that leads to maintenance and repair of the fabric of a heritage resource; a lack of this social coherence and appreciation can handicap conservation. Such grass-roots interest has been the driving force behind the Civic Amenity movements.

Political value:

Values: Political value is often related to specific events in the history of the heritage resource with respect to its region or country. The present-day significance of the resource could be influenced by these events insofar as they coincide with the intentions of contemporary political priorities.

Impact: The political significance of a monument or site may assist in raising funds and drawing the attention of the general public to safeguarding and protection. On the other hand, ill-advised action may lead to undesired development and destruction of authenticity.

The above grouping of values should be considered as indicative, and may be compared with the values recognized in national or local assessments of heritage resources; they can also provide a useful framework and reference for a more detailed evaluation process.

Many of these values – particularly contemporary socio-economic values – can have both positive and negative impacts on the cultural resource, depending on the type of value and on the emphasis that is given to it in the overall assessment. It is therefore vital to make a clear statement of the values for which a particular cultural heritage resource has been nominated to the World Heritage List. These specific values and the question of the authenticity of the site are referred to in the evaluation document prepared by ICOMOS for the World Heritage Committee at the time of nomination. This document should always be available as a reference for the conservation managers of the site.

If the values for which the site has been nominated, particularly its 'outstanding universal value,' are diminished or threatened, the site may be recommended for inscription to the List of World Heritage in Danger. This will also necessitate a request for technical assistance from the World Heritage Committee in order to support the efforts of the local authority in the management of necessary interventions.

Chapter 9
URBAN PLANNING AND WORLD HERITAGE TOWNS

9.1 INTRODUCTION

The period after the Second World War has seen an escalation in industrial development involving the entire globe, as well as a population explosion and excessive consumption of the world's resources. As a result, there has been growing concern for environmentally sustainable development and appropriate resource management, as expressed in international conferences such as those of Stockholm in 1972, the Habitat Conference in Vancouver in 1976, the Rio de Janeiro Conference on the environment in 1992, and the Habitat II Conference in Istanbul in 1996, as well as in the Brundtland Report of the United Nations World Commission on Environment and Development, published in 1987.

The World Heritage Convention reflects this evolution by drawing attention to the universal value of historic settlements and cultural landscapes, where heritage conservation is placed in direct confrontation with values and practical management issues related to economics and community development. Control of change and planning of the built environment tend towards a dynamic process with the purpose of satisfying emerging needs. In addition to safeguarding physical structures and environmental relationships, urban conservation also needs to encompass the maintenance of appropriate functions and, where feasible, traditional types of use. Conservation of historic towns and cultural landscapes necessarily requires the involvement of many different professionals, including city planners, architects, sociologists and administrators. At the same time, an essential part of the work is raising the awareness of the local populace, technicians and administrations about heritage values and the significance of historic structures, advising in the use of traditional materials, regular maintenance and timely repair, as well as establishing criteria for the introduction of new structures and facilities, if unavoidable. Considering the complexity of the task, the scope of these Guidelines is necessarily limited to highlighting some selected aspects of the conservation planning process.

9.1.1 Qualities of historic towns

A well-maintained historic urban centre has many advantages for its citizens. It is intimate and human in scale and often rich in diverse activities; compared with some recently planned cities, it can be extremely convenient for residential use, special public functions, appropriately scaled services, shopping and

entertainment. Usually the city is centred around key buildings, such as a cathedral or mosque, a castle or town hall with a market square. For the pedestrian, there are many subtle qualities in streets, lanes, even canals and bridges, and these urban spaces combine to give visual drama by the sensations of compression, expansion, surprise and the careful location of fine architectural set pieces. Views of the principal buildings from various places provide reassuring reference points. Citizens who know the history of the place will enjoy the rich feeling of participating in its history, and a sense of continuity and identity. Some of the key buildings are symbolic; without them, the place would never be the same.

In an historic town, the substance and archaeological potential that embody historic values and material authenticity lie in the structures of all buildings and in the infrastructures. Often a large part of urban fabric may consist of simple buildings without special artistic qualities, anonymous vernacular architecture connected by open squares, lanes, streets, and parks. It is these structures and urban spaces in which the life of the town has evolved that distinguish the concept of historic town from a group of monuments. Since their demolition or neglect would deprive the town of its essence, a policy for their treatment should be established.

- *The value of an historic town is embodied in the material testimony of its stones and its structures, and often lies beneath their visible surface. This historical stratigraphy – the evidence and marks brought by changes in use over time, as well as the connections and continuity that make an individual building part of the urban context – constitutes the basis for establishing the criteria for its conservation.*

In Rome, it is possible to see remains of ancient Roman structures in otherwise ordinary-looking structures. Historic cities in the Middle East and North Africa, on the other hand, demonstrate how individual buildings form the continuity of an urban pattern which is made up of residential quarters with services and public areas, and principal commercial areas with facilities such as souks or bazaars. The urban fabric of towns that have been built over a long period of time consists of elements and functions that are closely linked and intermingled.

Authenticity in design is expressed by a number of different aspects in an historic town. This expression is found in the design of the overall town plan, as well as the architectural, artistic, engineering and functional design of individual buildings, and their relationship to each other and to their setting.

- *The harmony created by traditional building materials and methods of construction is part of this authenticity, and should be respected.*

Traditional colours based on natural pigments or lime paints should continue to be used. In addition, the texture and scale of the city must be respected and new intrusions avoided. It is the *genius loci* or character of a place that makes it unique and gives it specific quality.

Declining historic areas can be made into attractive livable *foci* for all social categories by reinstating a mixture of residential, commercial, small-scale industrial and leisure activities. Urban management should aim to create harmony, avoid undesirable uses and maintain the existing scale of buildings, as well as their functional and cultural values. The methodology of this approach is called *integrated conservation.*

9.2 OBJECTIVES OF PLANNING

In all town-planning studies affecting historic centres, it is essential to clarify objectives before developing solutions. There are no universal models, as techniques depend upon professional resources and on the social and physical policies that apply to each historic centre.

- *In World Heritage towns, the preservation of the fabric by beneficial use is the prime objective.*

On an urban scale, conservation involves not only cultural and historic values but also their inherent economic and social implications. The historic town or city raises conservation problems stemming from the political and economic approach rather than from any physical aspect. The town is the product of several historical periods and of specific social, cultural, anthropological, geographical and economic relationships.

- *The historic centre is a constituent of a larger whole and should be studied as part of the present-day dynamic reality, not as a static object of contemplation and tourist attraction.*

Historically, the wealth generated in a town was invested in buildings for worship, monuments, mansions, gardens, etc. Today, the problem is wise control of the continuing wealth that can be generated in a town where private uses at times have to be changed to collective ones. Actions to promote conservation are therefore related to dynamic political instruments rather than statistical or technical means. Thus, the programming of the social and economic use of the town and its region is of the utmost importance.

9.2.1 Integrated conservation

- *Integrated conservation implies reconciling conservation requirements and town planning objectives, i.e., considering the values and interests of the existing historic fabric as equal in status to other factors in the general planning process.*

Considering that World Heritage towns are recognized for their "outstanding universal value," it is crucial to guarantee that their authenticity and cultural values are appropriately preserved. Integrated conservation involves the conservation and rehabilitation of historic buildings and areas and the provision of appropriate public

❑ *An historic town is a multi-functional organism with residential, social, political and economic activities. Since this is the essence of an urban organism, the historic area should be properly defined, and these aspects adequately considered and administered.*

In an historic urban area, maintenance and preservation of all buildings and their social functions are fundamental to the town's continuity as an urban entity. In order to prevent structural and economic decay, the conservation plan should include regular inspections by conservation architects. This plan should also consider that historic towns are part of a larger setting, the environment that surrounds them; the only way to ensure proper safeguarding is to extend policies to include the larger planning context.

9.1.2 Threats to historic towns

Today, the traditional and functional whole of historic towns is often threatened, especially in developing countries. Among the numerous causes of decay are:

- demographic growth and the worldwide drift of population from rural areas towards urban centres, leading to social changes and dilapidation in the historic centre, where palaces become commercialized and dwellings often overcrowded and unhealthy;
- increasing use of private motor transport with penetration of areas never meant to be used by such vehicles, which generate atmospheric pollution and destructive vibration; .
- development of high-rise buildings, which suffocate historic urban centres by changing their microclimate;
- changes in the methods and scale of industrial and commercial operations, which affect the economic functions of historic areas;
- the drift from craft production to mass production, which demands larger buildings and consequent accumulation of traffic that historic areas cannot accommodate;
- introduction of modern functions and services to replace traditional infrastructures, causing redundancy; and
- lack of maintenance of old buildings and a failure to understand their cultural and functional values, increasing the dangers of decay and collapse.

Modern planners have often failed to understand the cultural value of historic centres, and the unquestioning acceptance of motor traffic has in many instances led to the creation of wide, straight streets through sensitive historic centres, destroying their human scale, the refined traditional structure of their urban fabric, and their narrow winding streets, as well as the relationship between their public and private spaces. The insensitive insertion of modern buildings lacking both cultural roots and good environmental performance is equally damaging to historic centres.

services that respect the criteria according to which these areas have been built. In order to be successful in the long term, this process should generally be carried out in collaboration with inhabitants, using planning legislation and norms as a tool.

❑ *The basis for any planning and intervention in an existing fabric is the knowledge and understanding of the resource concerned, in terms of both its history and its present condition.*

❑ *The starting point for conservation planning must be the identification, based on careful study and analysis, of the historic fabric of the town.*

Recent constructions can be understood on the basis of the norms and standards according to which they have been built. The older fabric is generally not understood as well and therefore needs to be carefully studied in order to identify the criteria and technology of its construction. This reading of the fabric is best done through a systematic analysis of the architectural, structural and functional typology of these buildings and their respective urban areas. It should be the basis for conservation planning, which aims to optimize the use of the potential of the historic areas.

❑ *Identification of the historic urban fabric and of modern transformations is facilitated by a comparative study of present cadastral plans and corresponding documents dating from earlier historical periods.*

Different historical periods have had differing laws and customs according to specific technical, social, political or economic motives. Identification of these reasons and the methods of their application (e.g., by study of contemporary manuals) will help to understand the logic behind the construction and positioning of buildings, as well as in the design of public spaces.

Consequently, it is possible to identify the presently existing historic structures and spaces, as well as demolitions and modern additions. These analyses will assist in the physical definition of the existing significant historic areas and eventual buffer zones, and in the preparation of planning norms for their appropriate conservation.

The study of the forces driving growth in the economy of urban areas as a whole could help to ensure the self-preservation of historic areas. It is up to the planners to control development by preventing large intrusive buildings, undesirable traffic flows and out-of-scale functions from disrupting the balance of the city. Tall office blocks should be sited away from the historic centre; even water towers, industrial buildings, and some services can be disruptive if not carefully sited.

❑ *Transportation requirements must be carefully analysed on the basis of the capacity of historic areas to absorb motor vehicles or pedestrian traffic.*

Some historic areas are designed in a manner that makes them form a natural barrier to motor traffic (e.g., streets that are narrow or stepped). In any case, the demands of motor traffic will need to be met according to the essential needs of specific

areas. Large vehicles should be prohibited since they harass occupants and accelerate the decay of historic buildings. While guaranteeing internal transportation, motor traffic is best diverted by bypass or ring roads with access spurs into appropriate areas in the historic town.

The UNESCO proposal for conservation of the Old City of Aleppo (Bianca *et al.*, 1980) recognizes all these threats, and provides a basic plan and recommendations for further studies. One of the most significant remarks is repeated here:

> Fundamental structural features of the Islamic fabric such as the introverted layout of its architecture, the integration of single buildings into larger clusters, the coherence of the urban texture and the special character of the pedestrian network were not taken into account [in previous plans]. The specific constraints of the old town in terms of scale and architectural typology allow for only a limited amount of activities directly related to vehicular traffic.

Many historic areas, including even World Heritage towns, are run-down, consisting of almost derelict areas and housing with no proper infrastructure; their traffic problems demonstrate the conflict between the needs of pedestrians and motor vehicles. Due to their long history, they often have complicated patterns of divided ownership. There may also be economic problems, and if the values of their site exceed the value of their building fabric, they are threatened by redevelopment. The integrated conservation of such centres implies joining all political and technical forces and bringing together the skills of the archaeologist, ethnographer, sociologist and historian with those of the architect and engineer in an interdisciplinary collaboration, under the leadership of a conservation-conscious, qualified town planner.

9.2.2 Control of change

❑ *One of the objects of urban conservation is to control the rate of change in the urban system. We therefore need to comprehend the life forces of that system and the potential causes of its decay.*

The urban fabric tends to last a long time because of the relative durability of construction materials. By contrast, the human activities which have to be accommodated within the fabric change more rapidly (living standards, sizes of families, modes of production, changes introduced by technology such as the motor car and television, dislocation through war or natural disaster). With time, there is a possibility for conflicts associated with real or apparent obsolescence of buildings and infrastructures. If appropriate precautions are not taken, this may lead to a planning blight that will further degrade the existing structures.

There are two major types of obsolescence:

- physical-*cum*-structural or functional, and
- locational or environmental, caused by noise, traffic or air pollution.

Planning blight is an economic disease caused by lack of decision or overly ambitious failed attempts to speed up modernization. It can also be caused by failure to provide a disaster plan in seismic or flood-prone zones. On the basis of a well-prepared typological-functional analysis and of a rehabilitation programme, urban conservation management should be able to absorb these changes, relieve the conflict and promote a gradual improvement in derelict areas. Besides, experience demonstrates that **minimum interventions at key points in time are best for the community.**

The urban and regional systems of cities, towns and villages have evolved over the centuries under the stimulus of forces within which private or public sector entrepreneurs and landowners can make decisions. In most communities this action has been controlled by governmental or local conditions which have imposed some constraints. In the past, the use of consistent building technology and style created harmony, and the scale of operations was limited. Only in the twentieth century has urban and regional planning been introduced as a means of dealing with the conflict between unrestrained, self-interested market forces and community goals and objectives.

Such planning has become a governmental function with its own laws, administrative machinery and financial adjustments. The function typically embraces plan preparation, plan implementation, and plan review. The generic process obviously varies from country to country and from time to time; it should relate to the culture and customs of each individual country and to the professional resources available within that country. It is a mistake to borrow ready-made systems, as they may not correspond to the needs or wishes of the people themselves. World Heritage towns should be places in which people dwell, pursue their work, and enjoy their leisure time; they are not museums.

9.3 PLANNING PROCEDURE

While being aware of the difference between general physical planning and planning in areas distinguished by specific cultural values, one can identify a model for a town planning process which has been adopted throughout the world with varying degrees of emphasis and adaptation. The process involves:

- identification of the current situation;
- some prediction of future events without the planning intervention;
- formulation of optional future possibilities which would arise with the planning intervention;
- assessment of such options for feasibility and desirability;
- detailing of the options selected;
- formulation of a programme for implementation of the options with the necessary means – legal, administrative, financial, etc.; and

- review of such options, in the light of experience, following implementation; this requires monitoring of events on a regular basis.

A typical master town plan for an urban area has two basic components. The first consists of the current and future profile of the users of the plan area (that is, those resident in or making use of it in their everyday activities). The second component is providing them with the appropriate mix of land uses for those activities, such as industry, shopping centres and schools, so that appropriate physical development will occur.

In the case of historic cities and towns of World Heritage status, the normal urban planning techniques – such as studies of demographic trends, population movements, traffic and transport (including growth in motor-car ownership), and proposals for zoning of activities and allocation of space for new development and improved traffic circulation – are often too rigid and generally inadequate.

The concept of zoning – the limiting of an area to a specific category of use – is contrary to the cultural richness and social diversity of a thriving historic centre. Statistics based on zoning will not provide sufficiently accurate information on specific properties. There is also a risk in the application of standards without due consideration of the existing historic reality, which could result in the destruction of the existing scale and urban texture.

The social problems in historic areas will require full study using methodologies appropriate to the local conditions. The pattern of ownership and effect of the State Party's traditions and legal practices requires careful consideration. If these or their inconsiderate application work against effective management, changes may have to be introduced gradually or by legislation. Education and training are significant factors in this matter.

National and provincial plans can have a fundamental impact on World Heritage sites. Such plans should be studied carefully and any amendments thought necessary for conservation management should be suggested in time. Typical threats include plans for new roads, the siting of industries and the emission of polluting gases. Conservation of a World Heritage site must be given a high priority at all levels of town planning, from the communal master plan to district, provincial and national strategies.

❑ *In many ways the problems encountered in World Heritage towns are related to more general environmental issues and control of development.*

These issues were clearly expressed in the report of the World Commission on Environment and Development in 1987 (United Nations, 1987), and in the Tokyo Declaration of the same year and published in that same report. While these reports recognize poverty as a major source of environmental degradation, they stress the need for international collaboration to change the quality of growth and to conserve and enhance the resource base. This will mean reorienting technology and

managing risk factors, as well as integrating environmental concerns and economics into the decision-making process. In terms of cultural heritage, this new approach will strengthen the demand for **integrated conservation planning**, with realistic management and **sustainable development** of our existing cultural resources.

National and local authorities often have conflicting views about town planning priorities. These can only be resolved by starting from the existing situation and using a systematic inspection approach to identify the exact state and condition of the resource.

9.3.1 Inspections and surveys

❑ *The town plan should relate to the potential in the existing building fabric. Detailed inspection of all surviving historic fabric will give planners a chance to plan realistically, using cultural resources to the best advantage.*

The management of historic urban areas is distinguished from conventional urban planning by the fact that inspections are carried out at regular intervals. If one knows exactly what is there and has a full record, archaeological values can be identified; sometimes buildings that appear unprepossessing conceal important structures that are worthy of restoration.

There are many ways in which regular inspections can be arranged. If local professional skills are inadequate, a panel of suitable architects can be approved by the Site Commission, and guidelines on procedure prepared. Depending on circumstances, it would benefit the site if the Commission were to subsidize or meet the full cost of this work. Property owners would have to be prepared to give access, but should do this readily if they receive copies of the report on their property and come to realize that regular inspections reduce the long-term cost of caring for property.

9.3.2 Implementation

In many countries, planning procedures work downwards from country to province, region to towns; the same may be true in cases where the primary responsibility has been given to individual communes. The authority responsible for implementation will steer, influence or control the actions of both development and conservation and renewal agencies. The plan-making authority may also have distinct implementation functions for particular sectors, such as the provision of infrastructure elements such as water supply, drainage and sewage, electricity, roads, parking spaces and housing, as well as conservation of historic buildings and historic centres. Implementation will necessarily be an ongoing activity, starting during the town planning process; likewise there will be periodic monitoring and review of the plan.

- *The conservation planner tends to work upwards, assessing the values of a object, site or historic centre; first documenting its history and presen condition, then proposing the minimum intervention needed to prevent decay*

- *Decay can have economic and cultural causes as well as physical causes Conservation can only delay deterioration from physical causes but, b encouraging public awareness of the value of the site, it can change cultura attitudes and, with the help of planning, remove the economic causes of decay*

Conservation planning is especially important with regard to rehabilitation ir historic centres. However, even countries with sophisticated town planning programmes in place often do not take into account the actual condition of the cultural heritage and its capacity for alternative uses. (Rehabilitation is ar economic necessity in most historic areas, and will be discussed later.)

- *The planner should respect not only historic buildings and spaces, but also the intangible elements of cultural heritage expressed as community values or folk life. The aim of planning should be to see that the planned change avoids, as far as is practicable, disruption of traditional and contemporary community patterns. While it is not feasible to freeze folk life in time, it is desirable to facilitate change by respecting the choices of the people concerned.*

9.3.3 Demands on staff

The planning process, when properly carried out with all the necessary studies, makes heavy demands on professional staff. Not every country has sufficient staff to organize a sophisticated planning system that respects the needs of the people. Indeed, town planning tends to be so complicated that the layman often gives up trying to understand the procedures and the logic behind them; long delays in decision-making do not help this matter.

One of the objectives in conservation planning should be to establish a system of communication with property owners and to provide them with guidelines for the treatment of their properties. The possibility may be extended by the designation of conservation areas and the nomination of an architect-planner, together with an assessor, to administer the guidelines. This method, though not perfect, will provide a quick way for initiating the necessary protection of sites in developing countries.

9.3.4 Conservation report and plan

The next step in the conservation planning procedure is the preparation, by independent consultants, of a conservation report on an historic centre. This report would include both archive research and a series of physical surveys. The results should be brought together and illustrated using maps of appropriate scales.[1] The conservation plan and the norms for implementation will be based on this report, with due regard for the applicable rules and regulations,

l should be duly worked out in consultation with property owners. A series of ctical guidelines or manuals will be useful to provide property owners with ormation on technical questions.

e report and the plan would consist of surveys and documents, namely:

- **Maps**: the basic maps showing the town as a whole and the historic centre in particular.
- **Ownership**: maps showing ownership and present use of historic properties.
- **History**: illustration of the general historical development of the overall urban area, with particular attention to core areas. A survey showing the ages and historical phases of the existing building stock should be prepared.
- **Typology**: (a) surveys of the architectural, structural and functional typology of buildings; (b) the typology of public and private open spaces; (c) townscape and landscape analyses.
- **Condition**: a survey of the physical condition of individual historic properties, and the infrastructure and services in the respective conservation areas.
- **Conservation Plan**: consisting of a map to define the proposed conservation policy and the degrees of treatment, as well as of the norms and regulations for implementation.

ıps and Ownership: A series of maps are needed as a basis for work, showing whole town and the historic areas to a scale that allows individual properties l their boundaries to be identified (i.e., 1:500 or 1:1 250). A map is required that ows ownership and users of properties (i.e., private, social, commercial, ustrial, religious, etc.), and such a map could effectively combine land registry ormation and cadastral survey data through cooperation with the local horities. It is useful to compare present ownership with a previous stage in order identify the impact of modern development. In a more advanced stage, it may desirable to prepare maps showing the floor plans of the fabric. The survey ould also provide information on infrastructure and geological conditions in the a.

story: A series of maps should be prepared to illustrate the historical velopment of the overall urban area with particular attention to core areas. The ıses of development or decline in different periods should be identified. This vey should be accompanied by a complete bibliographical study and a collection historic drawings, engravings, maps and earlier town plans. It is important, as t of the analysis, to verify the extent to which town plans have been plemented, and which elements in the present urban fabric relate to each phase. is survey is essential for establishing not only the criteria for the construction of

[1] The maps could use either colours or hatchings to identify different types of information, but hatchings are to be preferred as they allow easy reproduction of black-and-white working copies by photocopying.

existing physical structures, but also for identifying their functional areas as a basis for eventual rehabilitation. The ages and historical phases of buildings should be identified, and a map should show buildings and areas that are under special protection by the authorities.[2]

Typology and Condition: Surveys and the resulting analytical maps will indicate the typology of historic buildings, and of public and private open spaces. These are based on a recording and survey of historic buildings aiming at a clarification of the criteria for their design and construction. Different building elements should be recorded and referenced to contemporary manuals when possible in relation to their function, materials, and methods of construction (e.g., layout, floor structure, roofs, courts, position of staircases, doors, windows). Properties can be categorized according to their type and function (e.g., public buildings, community or religious complexes, palaces, residential row houses, courtyard houses, etc.).

This analysis should be accompanied by documented information, including:

- a survey of the transformations over time,
- clarification of the condition of the properties, and
- definition of the social and economic status of respective areas.

These documents form a basic reference for recommendations on treatment. The survey may be extended to a townscape or landscape analysis that takes into account the design criteria and indicates important ensembles, spaces and areas of amenity, historic parks and gardens, views of buildings or streets, and views out of the historic centre, serving as a reference for both conservation planning and eventual modern development in the region. In this context, it is vital that buildings important for the citizens' sense of identity should be indicated.

The Conservation Master Plan is a document summarizing the conclusions resulting from the above analyses. It will consist of a Map of the Master Conservation Plan and the Norms for Implementation. The plan will define the proposed conservation policy in each area concerned, and will indicate the parameters for treatment in particular buildings or areas. Clear indications should be made of areas for special protection, buffer zones, and the areas where guidelines should apply. In addition, the plan should identify areas where large buildings should not be erected, as well as the zones and the conditions for modern development (i.e., large or tall buildings, industrial sites, etc.) that will avoid damaging values in the historically valuable areas. This document should be the fundamental reference for integrated conservation planning for both the city as a whole and the individual properties that belong to it.

2 The criteria for listing buildings should be agreed upon, but, at the very least, all buildings over 100 years old should be included, as well as many 80 years old; more recent buildings should be listed when there are special reasons. Listed buildings may be graded (e.g., *Grade 1*: National Interest; *Grade 2*: Provincial or District Interest; *Grade 3*: Local or Townscape Value). Although the grades should affect the management of these properties, they should not be taken as a basis for evaluation since historical values in urban conservation refer to the fabric of the entire city or town.

This question of use should be addressed in the Conservation Master Plan; it should be based both on systematic analysis of the typology and conditions of the building stock, and on the needs and requirements (e.g., accessibility, services) of the area. In the case of buildings that have the potential for public or community functions, town planners, estate managers and architects can work together. The town planner should know whether an historic centre area is deficient in any type of facility – e.g., a library or school – and the architect should be aware of suitability of buildings and the surrounding areas for the proposed uses. The estate manager can find the user and arrange legal details of tenure. By the combination of these skills, but most especially that of the estate or property manager, it is possible to raise an historic centre from dereliction to prosperity.

9.3.5 Degrees of intervention

For the built environment, the conservation role stems from the existing physical stock of buildings. Where use values predominate, there may have been continuous changes to meet changing socio-economic conditions. Furthermore, in any particular year the relative proportion of development that is carried out is generally small compared with the total existing urban fabric.

From this, it follows that the conservation plan should consider the current stock of buildings as it evolves over its life cycle, as well as the changes planned for the future. Conservation by rehabilitation is a major feature in planning the future of an urban area; the conservation option must always take priority over the development option.

9.3.6 Maintenance

❑ *Regular maintenance is necessary to preserve the fabric of buildings.*

Buildings made of earth need annual attention to roofs and walls; in Africa, lime plaster on walls needs renewal every 2-3 years. Metals need protection from corrosion, wood from insects and fungal attack; in humid climates, repainting is essential maintenance. In many countries, it is considered good practice to keep the paint work of all houses with their outbuildings in good condition and renew it regularly. This creates an environment which is typical and expressive of local attitudes; such traditions may have gone out of practice in some countries due to rapid socio-economic changes interrupting maintenance traditions, or the architecture may consist of more durable building materials that have led to a different approach to patinated surfaces (such as in Italy).

Any repainting should be done with due respect for the original colour scheme and type of paint, as based on historical study supported by technical research. In Nikko, Japan, there is a temple that is re-lacquered every 25 years while a nearby seventeenth-century tomb has all its original decoration in slightly faded condition; both are appropriate in their context, as tradition has established certain procedures

that are compatible with the function of the building. Nowadays, traditional pigments and paint vehicles are difficult to obtain. Lead has been banned as a paint component in most countries and present-day pigments are ground much finer. Contemporary paints designed for concrete or similar surfaces are often unsuitable for historic buildings as they do not breathe; they form an impermeable vapour barrier that can be destructive when it traps moisture. Not only do these paints fail to age gracefully, but they are also difficult to repaint. It is recommended that the management of a World Cultural Heritage Site lay down a policy for painting and redecoration. There may be a need to revert to traditional techniques and prepare paints using traditional recipes. If necessary, special dispensation may have to be obtained for specific use of materials otherwise excluded from normal trade, as has occurred in the United Kingdom with regard to Grade I listed buildings.

9.3.7 Rehabilitation

In the urban planning context, **revitalization** means the planning measures that are necessary to improve the social and economic activities of an historic area or an historic town, which has lost its original functional vitality and, as a consequence, historic buildings and urban spaces have become redundant and dilapidated. The aim of revitalization should be an appropriate balance between conservation and development.

The revitalization of an historic area which is economically run-down may require the rehabilitation of a large number of typical dwellings, as well as of obsolete buildings such as redundant churches, convents, warehouses and factories.

Rehabilitation means the physical improvements that are necessary in order to provide an appropriate use to an empty or inappropriately utilized structure. Rehabilitation should always involve a use as close as possible to the original function so as to ensure a minimum intervention and minimum loss of cultural values; this also makes sense economically.

- ❑ *The closer the new use of the rehabilitated building is to its original use, the less the work will cost and the better it is for the urban plan as a whole.*

Often superficial blemishes and lack of maintenance persuade people that buildings should be pulled down. However, if the foundations, walls and floors are in reasonable condition, a house can generally be rehabilitated, even if this means giving it a new roof together with all the amenities of modern hot and cold water and electrical and mechanical services.

- ❑ *While the partial rebuilding of a single structure that has been seriously damaged (e.g., by an earthquake or neglect) may be done responsibly, attention needs to be paid to the quality of such treatment and its impact on the scale of the historic town fabric as a whole.*

In such cases, any substantial parts of the building, such as standing walls, should, if possible, be maintained *in situ*, and new construction should be carried out in compatible materials and using appropriate technology. It has been observed that a coherent structure is safer and more resistant (e.g., to seismic action) than a mixed structural system consisting of a combination of traditional stone and timber with modern steel and concrete. Any proposals for structural consolidation should be preceded by a thorough evaluation of the existing structural system, so that it can be used to its maximum potential.

- ❑ *If additions are required, they should be built in materials that are compatible with those of the existing structure. If traditional materials are not available, new materials should be utilized in a manner that does not undermine the conservation of the original structure.*

Insertion of structurally determinate (rigid) contemporary frame structures within an existing indeterminate system may have an adverse effect due to their additional weight and their differing response to seismic action. Another consideration is that excessive use of new materials could change a traditional urban fabric to the point where its authenticity is compromised.

Conservation should not restrict the living standards of the occupants of an historic area. However, there is a challenge implicit in meeting the rising expectations of present-day life-styles. If the occupants are to have cars, for example, provision must be made for parking that does not interfere with the existing fabric. In addition, needs for water, electricity, and possibly gas should be met, and sewage and rainwater disposal should be dealt with. Consideration must also be given to acoustic privacy; sources of noise – especially restaurants and clubs – must be contained.

- ❑ *New services should not be introduced into an historic area without a clear understanding of its ability to absorb, use and maintain them. Present-day standards may not be compatible with the inhabitants' way of life or the existing infrastructure (e.g., availability of water, electricity, means of waste disposal).*

Specific guidelines for the **rehabilitation** of an historic area should be worked out according to its local cultural and physical conditions. Examples can be found in the Standards and Guidelines adopted by the United States Department of the Interior (Anon. 1983), or in the guidelines prepared for the master plan of Lamu in Kenya (Siravo and Pulver, 1986). Such guidelines should comply with international recommendations and, in the case of World Heritage sites, with the requirements of the Convention.

9.3.8 Infill design

- ❑ *It is the primary objective of conservation planning, particularly concerning World Heritage sites, to give strict priority to the conservation of existing historic fabric. The building of new structures should not be an excuse for*

demolishing old ones. New construction may, however, be necessary to re-establish functional and architectural continuity, and in cases where empty lots might be hazardous to or further decay surrounding buildings.

Infill buildings are by definition contemporary constructions, and should therefore express the spirit of the day; at the same time, their design should also take into consideration the design of their historic context. The design of infill buildings should be based on a clear and systematic analysis of the historical morphology of the existing urban fabric and its functions. In principle, it should aim to re-integrate the lacunae in the urban fabric. Solutions to the design problem will vary according to the specific cultural values and traditions of the historic area, the type and condition of the existing structures, the degree of homogeneity of the place, etc.

While it is impossible to provide precise general guidelines that apply to all infill structures in all historic areas, specific guidelines can be established for particular cultural regions or sites. The following points may be useful in highlighting some aspects for consideration. The new building should have:

- a **rhythm** that harmonizes with the urban rhythms and the morphological pattern of the surrounding fabric;
- a **mass** in balance with its context – not too large to spoil the intimate human scale of the historic centre, and not based on an artificial combination of several lots to accommodate one large function;
- a **street boundary line** following the line of the existing setbacks;
- a **silhouette** respecting the traditional local character and silhouette;
- **materials** that are traditional, or compatible with traditional materials;
- **windows** similar in character and in window:wall ratio to typical buildings in the same area; and be of
- **high quality** in construction and design, which might be achieved by careful proportions and – in appropriate cases – by elevational relief or plastic treatment.

Factors related to townscape rarely justify the reproduction of a lost building; such a solution is generally considered architectural pastiche. The practice of facadism (i.e., retaining the facade and building a new construction behind) undermines the basic principles of urban conservation, as it results from the demolition of existing fabric, and is generally accompanied by the introduction of new, otherwise incompatible, large-scale functions into the historic fabric. New construction in historic centres should be restricted to filling in gaps in the urban fabric; infill structures should possess artistic vitality and be designed according to the highest standards, in harmony with the scale and character of the World Heritage site into which they are inserted.

9.3.9 Administrative actions

The urban system is a complex collection of diverse resources which are interdependent and should be regarded as a whole. The simplest level comprises the urban services and facilities: water supply, sewerage, electricity, traffic and parking. Some resources are exhaustible but renewable (e.g., vegetation), but historic buildings do not come into this category. Private management of non-renewable resources with a get-rich-quick objective can exhaust such resources quickly. The successful management of World Heritage sites depends on broader aims. The return need not be financial, but can be in terms of social benefit, status, prestige or politics.

The administrators of World Heritage towns have to face the present realities, which exercise considerable pressures on historic centres. In most societies today, the traditional way of life is changing, and this produces, amongst other things, profound and rapid mutations in the character of towns, where the population is concentrated and contemporary culture seeks expression. Cities are the privileged victims of change and, for this reason, it is increasingly necessary to manage change; this is the challenge that confronts their administrations.

When the control of change has to be exercised within the conservation policy for a World Heritage town, these problems present a higher level of challenge to those who have been elected and appointed to manage them. In order not to be suffocated by their older buildings, and in order not to succumb to the darker aspects of the present, these historic cities should be managed by well-informed, qualified professionals with vision. There should be a multi-disciplinary committee responsible for the conservation of the city's historic fabric, following well-established regulations and using an efficient method to monitor the effect of its actions.

To sum up, the management of historic urban areas involves:

- **analysis of urban morphology**, with systematic studies of building typology, condition, use and occupancy, as well as identification of economic causes of growth and decay;
- **property management**, with **regular inspections**, and a **maintenance strategy**, including control of external painting and decoration;
- **modest rehabilitation schemes**, rather than ambitious ones; and
- **social input** and **consultation with occupants**.

❑ *Conservation Planning is an activity designed to bridge the preferred future to the present; it is a critical element of the management of cultural resources.*